

T H E
G R O W T H
O F A
M E T R O P O L I S :
W H I T E H O R S E ?
Y U K O N

Submitted for
Political Science 322
U of A, March 1973.
by Ray Friedman

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Whitehorse is a small city and yet it's a big city. It's a small place because it has only 12,000 people, and that's more than half the population in the 220,000 sq. miles of the Yukon Territory. But at the same time, many now claim it to be the largest city in Canada. True, many large metro areas are bigger, but Whitehorse definitely is one of the largest central cities, primarily because of a monstrous annexation in 1971-72 that increased the size of the city sixty-six times over. It's obvious that there must be a secure basis for this staggering move.. Whitehorse has always been a town built on tomorrow.

"Now, mines, the real hope for permanent stability or, at least, long term stability, are breathing legitimate life into the city. They've done so before, but never with the concrete promise and maximum investment of today." (1) This paper will deal with two important aspects of Whitehorse. First, the history that has led to today's city; and secondly, the economics of a city this size and in it's unique situation.

It was the gold strike on Bonanza Creek in August 1896 that started Whitehorse's history. Prior to that, for all practical purposes, there was nothing. There were fur trading posts scattered throughout the area, and there were prospectors who had come up from California after the rush of 1849. But there was no Whitehorse other than the occasional tent camp on the site.

When all the miners flocked not

When all the miners drifted North, they found narrow dangerous Miles Canyon on the Yukon River blocking their path. They built a wooden suspension bridge around the troublesome area, and this tramway brought them to the east bank of the Yukon River, opposite the present townsite.

News of the Klondike Gold Rush reached even to England . From there a British Financial house sent out a team of surveyors to attempt a railroad from the coast of Alaska to inland Yukon. At that point all the prospectors were coming over Chilkoot and White Pass trails, a tortuous journey indeed. "On July 29, 1900 after two years gruelling assault on the mountains, the two crews met at Carcross (46 miles SW of Whitehorse) to drive in the golden spike!" (2) This was the Whitepass and Yukon Railroad; 110 miles of three foot narrow gauge tracks from Whitehorse to Skagway on the Alaskan panhandle.

When the railroad went through, the settlement of Whitehorse moved across the river to the west bank, where current downtown Whitehorse is. Whitehorse, the head of navigation on the fifth largest river in North America, became a stopping off point as miners headed north to the goldfields of Dawson City.

In 1901 most of the Yukon's 27,000 inhabitants were in the Dawson area. Whitehorse was an important area while the gold rush thrived, but when the unsuccessful began

to leave, the Yukon's population dropped to 8500 with Whitehorse a town of 350 in winter and 650 in summer. And it remained small until World War Two. The 1941 census was 754. "Whitehorse served a large area of the Territory because of it's location at the end of steel and at the beginning of navigation, but, as long as little development took place in the Yukon, the town's growth was limited, despite its site advantages." (3)

The Japanese attack on Pearl Harbour, coupled with the Russian-American alliance caused concern about an invasion of Alaska. To prevent this, supplies, troops, and equipment were rushed in to the northern area. Because of its location, Whitehorse became the centre of all transportation. It's airport was a jump off point to Russia. And the Alcan Highway was pushed through the wilderness, with operations centred in Whitehorse.. The developments caused a great boom, and with all the servicement and civilians, the U.S. Army was in effective control of a settlement of 40,000.

The basic town of Whitehorse is situated in the river flats on the west bank of the river. At this point in its history, Whitehorse spread out in the valley and up along the Alaska Highway, with military camps accounting for much of the building. However, much of the housing was shacks and other substandard

by White Pass or the government to evict squatters usually encounters solid resistance, although one area of Whiskey Flats was completely cleared and is now a recreational playground. The squatters fit very well into the everyday life of Whitehorse, so the main problem really is the lack of services, and the substandard housing. Water is supplied for a cost by the city to unserviced lots, and garbage can be picked up. However, many use the natural disposal service of the river. There is a health hazard mainly because of the garbage. Also a lack of telephone subscribers can make for extreme danger in case of fire.

Service facilities today for most of the City are comparable to any modern settlement in Canada. These advancements started in about 1943, and contributed greatly to civic pride. It increased to the point that a City Charter drafted in 1949 was approved in 1950 when a second plebiscite favored incorporation 230-192. The Yukon Commissioner declared Whitehorse a city on June 1, 1950.

Federal government operations were moved from Dawson to the new City in 1953 and the future of Whitehorse gained a picture of permanence. Things began to happen quickly. " A new sewage and water system (taken over in 1957), a hydro electric scheme, a bridge across the Yukon (completed in 1957), the opening of the new hospital, the establishment of new subdivisions, the encouraging of mining properties in the Yukon, the installation of sidewalks and the blacktopping of the city streets

sidewalks and the blacktopping of city streets (very necessary to combat the serious dust nuisance), the opening up of new subdivisions along the Alaska Highway and across the river-" (5) all of these helped stabilize a growing community.

Some areas, mainly occupied by squatters and along the escarpment, were annexed and serviced if residents favored incorporation in referendums held during the '50's.

During the '60's, the growth of Whitehorse was very rapid, in spite of the closing of the Canadian Forces base and removal of personnel in 1963.

The amazing thing is that "Whitehorse has been financially solvent except for debts incurred by the installation of adequate sewer and water facilities." (6)

The Area Development Ordinance of 1957 gave the Commissioner power to oversee the orderly development of all the settled areas in the Yukon.

Whitehorse receives substantial direct assistance from the Territorial Government, both in the form of a grant and by way of a cost sharing program. The Territorial Gov't collects real property taxes on all unincorporated areas of the Yukon, while Whitehorse collects both its own taxes and those for the Territory. In 1966, Whitehorse received back in grant form 60% of the almost \$200,000 it collected.

Whitehorse is also not responsible for costs of education which is a dramatic difference from the rest of Canada. and other costs are shared by both levels of government; these include street construction and maintainance.

As a temporary measure, The Yukon Territorial Council defined Metro Whitehorse in 1960 as an area ten miles in radius from the city. This served until a master plan of development could be drawn up by CMHC in 1963. as it was originally, Whitehorse was all on the west bank of the river. In 1956, the sites of the reservoir and the pumping station were annexed. Riverdale and the hospital site were added in '57. Other small annexations took place regularly. But the big plan called for an amalgamation of all the subdivisions up on the Highway, too. The greatly enlarged City was created by an order in Council on May 31, 1971. The functions of elections and licencing were taken over immediatly.

With the passing of the Yukon Act and the creation of a Judicial district in 1898, responsibility for many "provincial" functions was assigned to the Government of the Yukon Territory, and these were gradually assumed over a period of years. Education and welfare are examples of responsibilities that have been carried out by the Yukon Government for many years, while game management and several other functions were looked after by the Department of Indian Affairs and Northern Development for many years. The Territorial Court has only been a

responsibility of the Yukon for a year or two, and complete responsibility for health services has still not been transferred.

Administration of natural resources will likely continue under Federal control until the Yukon achieves full provincial status. Commencing in 1970, however, the federal government transferred by Privy Council Order the administration and control of surface, timber and quarrying rights in the vicinity of Yukon settlements to the Commissioner of the Yukon. In the case of Whitehorse, the transfer included a total of about 220 square miles, or somewhat more area than the 162 square miles included in the enlarged boundary of the City. From 1950 until 1971, the Yukon Government was responsible for taxation, licensing, provision of services, etc. in all of the present City except for the area within the old City limits which at the time included just over 2½ square miles. The City's responsibilities were extended in June and July of 1971 with respect to dog control and building inspections and full responsibility for most of the enlarged area was assumed on January 1, 1972. On March 1, 1973, Whitehorse took over responsibility for provision of services in the Federal Government subdivisions of Takhini and Valleyview, and are now fully responsible for municipal services in the expanded area.

- 1- New Riverdale Subdivision
- 2- Squatter areas
- 3- Main Downtown Business area
- 4- New (1972) Shopping Centre Complex
- 5- Tourist campground
- 6- Rotary Park, childrens playground
Formerly a squatter area.
- 7- original townsite, 1898
- 8- Whitehorse General Hospital
- 9- CNT compound
- 10- Airport Reserve

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DOWN TOWN
WHITE HORSE

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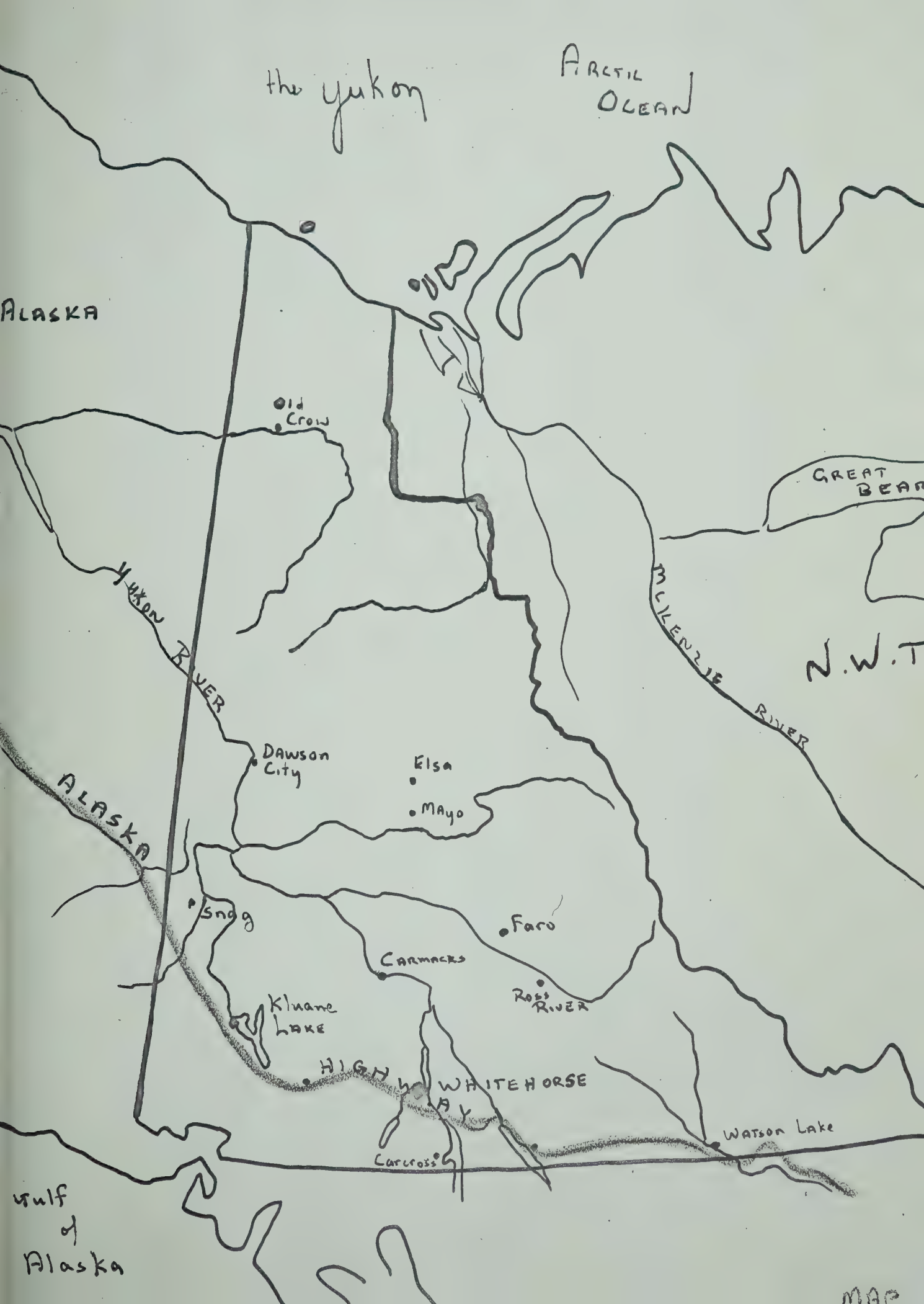
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MAP I

ALASKA HIGHWAY



MAP II



the Yukon

ARCTIC OCEAN

ALASKA

Old Crow

GREAT BEAR

YUKON RIVER

KLONDIKE RIVER

N.W.T.

Dawson City

Elsa

Mayo

ALASKA

Snag

Faro

Carmacks

Ross River

Klondike Lake

HIGHWAY

WHITEHORSE

Watson Lake

Lacrosse

Gulf of Alaska

MAP

Map I shows the downtown core of the City, while Map II shows areas that were annexed in 1971-72, and were formerly only part of Metro Whitehorse.

Outside the bounds of this map are other annexations. Part of the Klondike Highway (which joins the Alaska Highway at Forestview) and the Takini Hot Springs were annexed. The ski resort and forestry lookout tower on Haeckel Hill are now part of the City. Grey Mountain (the transmitter site for a local radio station and the site of a CNT microwave complex) were included from the east. Also now part of the city is a huge expanse of rugged terrain and lakes to the west of the Alcan Highway.

Here is a breakdown of the other major areas and their state of development in 1972. The source is the Hardy Rpt..

NAME	DESCRIPTION
Forestview	A small remote residential area on the Alaska Highway, largely undeveloped-- contains only one or two houses.
Crestview	A residential subdivision laid out in 1956 containing 70 surveyed lots most of which were built on.
Proter Creek	A large subdivision surveyed in 1959 which by 1971 contained some 300 developed residential properties and a small amount of commercial

NAME	DESCRIPTION
	development. On the NE a large trailer subdivision formed part of the development.
Kopper King	A Highway commercial and trailer camp development on the Alaska Hwy.
Takhini	A former army camp that has been converted to a civilian residential area, occupied by government employees and also containing offices of the Federal and Territorial Governments. In total the area has about 250 dwelling units, most of which are semi detached.
Trailer Subdivision	Along the road north of Takhini and separated by $\frac{1}{4}$ mile is a sizeable trailer park.
Valleyview	Residential area with 35 dwelling units for Federal DOT employees.
Canadian National Telecommunications	Residential area with a dozen developed properties.
White Pass Tank Farm	Storage area for petroleum products with about 25 storage tanks
Hillcrest	A former R C A F area with 165 dwelling units, all privately owned.
Whitehorse Airport	Federally owned airport capable of handling the large planes, with associated hangars and bldgs. Also on the site is the Whitehorse Recreation Centre. Nearby is a commercial motel and bar.
Canyon Crescent	A small Highway subdivision with a half dozen developed properties.

NAME

DESCRIPTION

New Imperial Mines (now Whitehorse Copper Mines)	An open pit producing copper mine well within the metropolitan limits. (production is temporarily halted while underground operations develop to replace the open pit method)
McRae	An industrial area with road and rail (White Pass) access. (7)

The Marwell area is the only basic exception to the development above the escarpment. It is mainly an industrial area but also houses the Indian Village and squatter homes.

All these areas are fairly compact units in themselves. Porter Creek, Kopper King and Hillcrest all have stores and services of one type or another with Porter Creek being the best developed. They now have their own school and swimming pool, duplicating services of the downtown area, which was not possible for many years. Now, all these areas and the forest and bush that is between them, are all part of one city. Most people however still depend on the central core for shopping, entertainment etc..

This major development of 1971-72 did not come about suddenly. Various other plans were brought forward during the '60's. In 1960 Queens University recommended expansion in the valley, but not including the Marwell area. In 1963 CMHC proposed basically the same plan; and went on to improve

to involve Federal, Territorial and Municipal Governments in development costs. In 1966 the Dpt of Public Works recommended annexation of Crown lands (notably Takhini and Valleyview). This plan left gaps between annexed areas however, and was rejected by voters.

The Dpt of Engineering and Municipal Affairs (Territorial) and Reid Crowther Ltd. also submitted plans for rejection. All failed to include Marwell, and all excluded other areas as we ll..

Finally in 1969 the Territory started work towards implementing the plan now in effect, mainly extension of the boundaries to coincide with the metro boundaries. Commissioner James Smith had this to say about the plan in 1971: " Once this commitment in principle (to a single responsible gov't for the greater Whitehorse Area) has been achieved, we can all then work cooperatively in the step by step ironing out of all the administrative and financial details which are entailed. No progress towards this objective can be possible unless there is a high degree of good faith and mutual trust by all parties. On the other hand... no specific problems... will prove insurmountable."

The city moved from 2½ sq. miles and 6,000 people to 165 sq. miles and a population of 11,000.

Up until the mid-sixties, Whitehorse depended on the Dpt of National Defence for its livelihood. A sizeable amount of the citizens held jobs with them.. When most of the military pulled out in 1968, Whitehorse could have collapsed as it did post- Gold Rush and post- WWII.

Instead it flourished, mainly because of mining.

White Pass & Yukon Route is finally showing a profit after 75 years in business. They have pioneered the containerized shipping concept in North America and now their trucks, trains, and oceangoing freighters are hauling out the billion dollar ore from such places as Anvil's lead and zinc mines. In 1972 the net profit was $2\frac{1}{2}$ million on a gross of \$36 million.

However thriving, though, expansion and the new Municipal Aid Ordinance has put Whitehorse in a bad situation.

The second part of this paper will look at a few of the economical features of the new city. Without going into a lengthy discussion of the actual funding of the various aspects of managing a city, suffice it to say that there is definitely enough money from various sources to cover all of the services needed. Federal grants to the Territorial government are in a much higher per capita ratio than anywhere else in Canada, specifically the provinces. And taxes collected by the City for the Territorial Government come back to the City in grants (either conditional or unconditional) in an extremely high percentage. Also, the expanded city of Whitehorse has an estimated borrowing power of eight million dollars. Up until this point however, this power has been little used with most of the needed capital for services and projects coming from "cash on hand" so to speak.

What is important right now is the designation of responsibility for the various municipal services in Whitehorse.

Should they be looked after by the Territorial government or the City government??

One of the unique situations that Whitehorse is in is that the developed areas occupy only four per cent of the total land of the enlarged city, although these developments are spread out through the region, mainly along the Alaska Highway. Is it the municipalities duty to provide services to all of the region or only to the developed zones??

To look at this question, I will look at the requirements of basic services in the Whitehorse area; namely, roads, fire, garbage, water, police, education, health, etc..

ROADS: Downtown Whitehorse is situated in a river valley and connected to the top and the Highway by a north and south access road. Subdivisions are mainly connected together via the Alaska Highway, although there are places where a direct link between communities bypassing the Highway would be much more convenient. The federal government is currently meeting full capital expenditures for main highways in the urban area and also 85% of maintainance. This is properly being continued but there is a push for the federal people to pay also for all roads outside the developed urban areas. This includes a major portion of the south access road, and many of the roads leading in to lake properties that lie 1-5 miles off the Alaska Highway. I feel that the cost for these roads should be shared jointly by the territorial and civic governments as they are as much for tourist use as they are for local use. Any roads however that are for the sole purpose of linking subdivisions should be the sole responsibility of the City.

FIRE: Of course the City will have to expand it's facilities for fighting house fires and the like, and should also be responsible for policing burning permits, and other inspections to prevent fire anywhere within it's limits. The only question of contention is responsibility for forest and brush fires within

the expanded boundaries. Because of the low precipitation in the Yukon and the large expenses of timber in the southern regions, fires are a common occurrence. It is reasonable to expect the Territorial fire service to assume responsibility for fighting these fires, even if they occur within city limits, but it is not reasonable to expect the city to pay these costs. The territorial government must maintain equipment to fight these fires throughout the territory, and they should (and do) do so in the urban development of Whitehorse. To split the responsibility for this function would be a dangerous move.

SANITARY SEWAGE SERVICE: This subject has been dealt with by numerous reports submitted to the Yukon governments at various dates in the last five years. It is my opinion after reading these reports that the city should be responsible for this and all services connected with its subdivided lots. Under this heading, it would involve piped sewer systems or septic tanks (and eductor truck service) in all of the developed areas of the city. Treatment plants should be constructed to deal with the Downtown/Riverdale/Hillcrest and Porter Creek/ Valleyview and Takhini areas separately. It must be remembered that the Yukon is still a natural environment for the most part, and extra care must be taken to avoid the same pollution problems that have developed throughout the rest of North America.

WATER: The expanded city is dealing with many different types of water systems. The main city is serviced by a wastage system that is well metered. Older wastage systems service the former federal residential areas, and these are not metered by their supplier, the Federal Dpt of Public Works. Porter Creek has a fairly new circulation system with meters installed by the Territorial Government in 1967. There are some houses throughout the entire city that have no hook-up and have water trucked in, mainly by the Territorial Gov't. The City of Whitehorse is in the process of taking over the entire system and interconnecting it. (see attached newspaper article.) It should be remembered that provision of water in the climate of the north requires a much more complicated and expensive process than in warmer climates.

Under river water line works!

It works.

The city's controversial water pipeline under the Yukon River has been quietly tested and put into operation.

The \$124,997 pipeline is part of an extended water service that will be operated by the city throughout the enlarged municipality. City water was previously only pumped to the downtown and Riverdale

areas.

The river pipeline carries water from the Riverdale reservoir to the downtown water mains. From there a booster pump sends the water up Two Mile Hill to the airport, Hillcrest, Valleyview, Takhini and on to Porter Creek.

This system bypasses the old Hillcrest and Takhini reser-

Cont'd on page 3

River pipeline works fine

Whitehorse STAR

Jan. 5, 1973

Cont'd from front
voirs.

The various components of the complex new water system are being tested this week and city water is flowing to the subdivisions, although some minor work on control systems remains to be done and the city has not taken over the pipe-

lines from the contractors yet.

The river pipeline -- the city's second river water crossing -- cost former city engineer Dick Fletcher his job after some city council members repeatedly criticized his handling of the project. He resigned because he felt the criticism was not justified.

Because of the size of the Territory and the sparseness of population, the Territorial Government operates a Yukon Health Care Plan similar to (and slightly more expensive than) Provincial schemes. It was instituted with great difficulty and in fact the Gov't is currently preparing test cases against those citizens who did not sign up for the mandatory program. In the Yukon this Health Plan is a great benefit to many as it will pay for medical trips 'outside' if required by a doctor. Because of distances involved, this could be rather costly. There was a case in March of 1973 where a military crew rushed an incubator from the University Hospital in Edmonton via Hercules transport to Whitehorse to bring out a five month old Eskimo baby suffering brain damage from an accident. All covered by the Health Plan.

It is my opinion that the City administration would be foolish to become involved with health, ambulance, or hospital services. This should remain a territorial responsibility.

Also because of the sparsity of population, the Yukon Territorial Government is responsible for education throughout the Territory. In Whitehorse, this involves four elementary and two high schools on the BC curriculum. All of the schools except one in Porter Creek are in the river valley. Transportation is provided by the Territory. In addition, The Territorial government operates a vocational/tech school, also in the downtown Whitehorse area.

OTHER SERVICES: While storm drainage (flooding) has not been a problem in most areas, Marwell and Porter Creek are potentially subject to this danger. The City is in the process of improving its system to cover these areas.

Dog control is provided by the city and they are reimbursed where necessary by outer areas. The city must however spend more money on pound facilities which are not adequate indeed. It is incidentally, the city's responsibility for dog licencing. Insect control is provided by the Territorial government for the whole Yukon, and they are reimbursed by the city for control over the City's lands. Enlargement of the city naturally has the effect of increasing the contribution.

The escarpment that separates Whitehorse (downtown) on the west from the Airport reserve is the responsibility

of the Territorial gov't. What is necessary is a plan of stabilization as this cliff is subject to slides and is one of the less popular areas in the city. In fact, the base of the escarpment was one of the more common locations for squatters.

And in regard to squatters, that full responsibility for evicting the squatters from Crown land would remain with the Territorial Government.

Garbage pickup is again a city service and should be provided to the entire Metro area by the city or a contractor hired by the city.

Parks and recreation is one other field of service that should be considered. Because tourism is a main industry in the Yukon, the Territorial Government is and should be paying a major portion of the park areas that are being developed, mainly in the Whitehorse area. One major exception is the new large Kluane National Park that is currently being developed. It will bring a great number of tourists to the Yukon., as it contains some of the most spectacular scenery anywhere in the world.

One other point would be to mention that the required level of recreation facilities is higher "per capita" than most other places in Canada. This is due to the isolation and severity of the winter.

This is just a brief overview of the service situation in Whitehorse. Recent detailed reports are available on almost all of the specific services from the City or Territorial governments.

As well, the new Municipal Aid Ordinance that came into effect in the spring of 1972 has changed the basis on which grants are given to municipalities in the Yukon and this includes Whitehorse. Effectively, the Territory has reduced the per capita grant to Whitehorse by approximately $\frac{1}{4}$ of its pre-merger grant. A detailed taxation and grant study is available from the government levels and a report on this aspect should be conducted separately.

Whitehorse is faring well financially under the new system. They have eliminated scavenging charges in the new budget. They also have not implemented a business tax which would get tourists to pay a sizeable amount of the local tax dollar.

The expansion of Whitehorse was more than just a transfer of jurisdiction. It has been agreed that it is desirable to undertake improvements in the service facilities as soon as possible after amalgamation. Currently, negotiations between the two levels of government as to finances have deteriorated completely. This is shown by recent newspaper articles involving Mayor Bert Wybrew of Whitehorse. (attached) Whitehorse will benefit from many capital projects and the amalgamation has pointed out the urgency that they proceed. However, the merger

Whitehorse mayor rebuffed

OTTAWA (CP) — Mayor Bert Wybrew of Whitehorse was unsuccessful Tuesday in attempts to get federal government assurances that an administrator will not replace the elected city council in the Yukon capital.

Mr. Wybrew spoke with Northern Affairs Minister Jean Chretien for about 30 minutes on a recently-completed inquiry into the action of the Whitehorse council in buying five downtown lots for \$142,500.

The territorial government said the city broke the Yukon municipal ordinance in buying the lots and ordered an inquiry by A. W. Hobbs of Victoria.

The inquiry ended last week and the territorial legal adviser said one option open to Mr. Hobbs, if he finds against the city, is to recommend an appointed administrator for Whitehorse.

Mr. Wybrew said in an interview that Commissioner James Smith knew about the city's plan to purchase but the commissioner opposed the idea.

The mayor said the city took the action at open council meetings with the thought of saving the downtown core of Whitehorse.

Whitehorse mayor's job on line for higher grants

Special To The Journal
WHITEHORSE — Whitehorse Mayor Bert Wybrew says he will resign if the territorial government will increase its financial assistance to the city.

His remarks came after he concluded a lengthy talk on the city's financial condition to a luncheon of the Whitehorse chamber of commerce Tuesday.

His speech was based on recommendations contained in a 70-page report on the city's financial condition which was prepared for the city by Eric Hardy Consulting Ltd. of Toronto.

His remarks opened a new chapter in the continuing battle between the Yukon terri-

torial government and the city of Whitehorse, which began when the territorial government introduced a new municipal aid ordinance in April, 1972 and when the city was enlarged from 2.66 square miles to 162 square miles in June, 1971.

The mayor's off-the-cuff remarks came after he said the city would either have to raise its taxes or cut its services to the bare bone.

Then he dropped his bombshell. "It's now being said in high places that if Wybrew wasn't there, some of the things could be resolved without any problem."

"I say to you, that if personalities are being consid-

ered by those in the high places, they should be ashamed of themselves.

"If they don't like me they certainly shouldn't take it out on the 11,000 citizens who live in the city of Whitehorse."

"My first concern has always been the city and the people that live in it, not the office that I hold."

"And I say to those in high places, I'm prepared to be a whipping post for them."

per capita as recommended by Mr. Hardy in his report. I will make those people in the high places very happy. I will resign," the mayor said.

The mayor did not say who the people in high places were. When Whitehorse adopted amalgamation in June, 1971, it took in five separate areas that were previously serviced by the federal and territorial governments.

The two senior levels of government continue to provide some services to the areas but as a whole the new city is responsible for maintaining water, sewer, street cleaning and garbage removal. The territorial govern-

ment's new municipal aid ordinance applies to all three Yukon municipalities. The other two are Dawson City and Faro.

The per capita grant is based on Statistics Canada census figures and the municipalities received \$46 per person for the first 1,000 residents and \$40 per person for the total above 1,000.

Introduction of the per-capita grant also meant the retirement of all cost-sharing agreements for capital projects.

The 16 recommendations contained in the Hardy report were brought to the attention of the territorial council in December just after it was presented to the city council.

The territorial council tossed out the report as being biased and irrelevant during its debate on the report, but decided to have a committee study the recommendations after the 1973-74 territorial budget is approved this spring.

Mayor Wybrew told the chamber of commerce: "Mr. Hardy confirms without any doubt, that the level of financial assistance received by the city under the municipal aid ordinance is substantially less on a per-capita basis than was received prior to 1972."

"While the grants received were brought to the attention of the territorial council in December just after it was presented to the city council, actual amount received by

more than one-third between 1969 and 1971, based generally on recognition of the growth that took place during that period."

"On a per-capita basis, the total assistance received in 1971 amounted to \$71.18 while under the new legislation it totals \$50.53 per capita or a reduction of 28 per cent in a single year."

"This compares to 1971 grants to the city of Yellowknife which equals \$84.22 per capita or 68 per cent more than we received in 1972."

"Our level of grants now falls far short of those received by outside centres such as Dawson Creek, Fort St. John and Prince Rupert." Later in the evening, Mayor

Wybrew went on local Whitehorse television and repeated in full the message he had given the chamber.

Ironically, when the new Whitehorse city council came into office in January, 1972, it was contemplating a full resignation in order to protest the treatment it has been receiving from the territorial government at that time.

The argument then concerned equipment which the city said had been promised by the territorial government on the condition that amalgamation take place.

The city claimed the territorial government did not meet its commitments while the territorial government said it did.

1871

1872

beneficial to the old city. They are now setting taxation mill rates at a uniform 16 mills, but this tends to put pressure on the city to raise the level of service in the outer areas to comparable with the inner core. the question then becomes whether to increase taxes or hold down spending?

The enlarged area of Whitehorse came debt-free. The population nearly doubled and added 55% to its taxable assesment. But it did inherit some inferior assets.

" For about 1000 people lacking a piped supply, water had to be trucked in. A population in excess of 2500 was on septic tanks, and for a significant number these tanks were not performing satisfactorily. Two thirds of the roads in the outer areas were gravel surfaced, and some road improvements were needed urgently. Storm drainage problems existed, affecting probably 1000 residents.

... Hydranty standardization was an urgent need while an inferior fire alarm system related to ... more than 1500. For a similar number, both water and sewer mains ran... across provate property.... A considerable lack of neighborhood recreational facilities in the outer areas has been dicumented.... There was a defiecieny in street lighting. To top it all off, the new territories embraced the unresolved problems of escarpment stabaliz-ation and low land flooding. " (8) However, Whitehorse is not responsible for many of the functions that most Canadian cities are. "Service responsibilities that are assigned to most (if not all) urban municipalities but not to Whitehorse include:

Assesment

Policing (RCMP)

Public Health (Whitehorse has nominal duties in this area)

Social Welfare

Public Library

Education

Electricity (9)

What must happen in Whitehorse, when discussions are again in operation, is a written division of responsibilities, which is something that should have been undertaken in more than the token form it was before the Commissioners order in 1971.

TABLE OF COMPARITIVE SIZES OF CITIES

Edmonton City area	111.8 sq mi.	Metro area	300 sq. mi.
Winnipeg	" "	166.6 " "	" " 256
Toronto	" "	41 " "	" " 240
Montreal	" "	65 " "	" " 194
Whitehorse	165	165	165

(source: Edmonton Public Library Information)

Population Statistics for Whitehorse

1900

1910 350 to 650 depending on the season

1941 754 (before and not including military personnel)

1951 2594

1956 3685 in Lower Whitehorse; includes squatters
6973 Whitehorse Metro Area

1961 5031 in Lower Whitehorse; includes squatters
8056 WMA

1966 4771 in Lower Whitehorse; includes squatters
7725 WMA

1972 11000 WMA

1980 13000 WMA Projection

S O U R C E S

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prepared for the Federal Dept of Indian Affairs and
Northern Development.

Centennial Issue of "Habitat" - a CMHC publication

Whitehorse, Yukon Territory-- by J R Lotz (1961)
Dept of Indian Affairs and Natural Resources

"Happy Days for the Gold Rush Railway"- Paul Friggens
Readers Digest -- January 1973

Also consulted were numerous pamphlets of the
Tourist Information Bureau, Yukon Territory

Information has also been obtained from letters, interviews,
and general conversations with the following people

- David W. Gairns, Executive Assistant to the City Manager,
Whitehorse.
- His Worship Mayor Bert Wybrew, Whitehorse.
- Ken McKinnon, member, Yukon Territorial Council.
- John Dumas, " " " "
- Mr. Alan Innes-Taylor, Whitehorse.
- Dennis Senger, reporter, Whitehorse Star.
- Mr P O'Donoghue QC, legal adviser, Territorial Gov't.

Incidental information has been obtained from issues
of the Whitehorse STAR and from personal knowledge
gained from living in the Yukon.

Date Due

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AUTHOR

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CREDITS

- (1) Centennial issue of Habitat, CMHC publication
unpaged.
- (2) Readers Digest article, page 114
- (3) Whitehorse, YT by Lotz page 7
- (4) Squatters report by Lotz page 12
- (5) ibid page 13
- (6) Whitehorse, YT by Lotz page 8
- (7) The Handy report pages 5 and 6
- (8) ibid pages 34-35
- (9) ibid page: 45

